



Terms of Reference (ToR) for

Junior Non-Key Expert for EU public procurement rules

1. Short Description of »Preparation for Sectoral Operational Programme 2024 – 2027 Employment and Social Inclusion« Project

Contractor:	WYG Consulting Ltd.
Contract No.:	2026/490-692
Contract Title:	Preparation for Sectoral Operational Programme 2024 – 2027 Employment and Social Inclusion
Contracting Authority:	Delegation of the European Union to Montenegro
Beneficiaries	Ministry of Labour, Employment and Social Dialogue (MLESD) Ministry of Social Welfare, Family Care and Demography (MSWFCD)
Position:	Junior Non-Key Expert for EU Public Procurement Rules
Component / Activity:	Component 1: Enhancement of the Maturity and Preparedness of OP ESI 2024-2027 Activities through Regulatory and Procedural Measures Activity 1.5 Mature project documentation relevant to OP ESI 2024-2027 and ESP sector ready Sub-activity 1.5.1. Identify specific areas of assistance needed for preparation of relevant documentation and guidance of beneficiary institutions based on the status and phase of project pipeline implementation Sub-activity 1.5.2. Based on the information provided by the beneficiary institutions on the OP ESI 2024-2027 activities state of play, support drafting of the preliminary action plan individualised by beneficiary institution's needs, by specific projects, by projects phases and related documents/processes Sub-activity 1.5.3. Provide practical and mentorship support to the beneficiary institutions in drafting procurement documents (e.g. technical specifications, Terms of reference, Guidelines for Applicants, Twinning fiche etc.) and documents needed for starting the tendering process as well as support to the staff of the new operating structure when carrying out evaluation and contracting processes, implementation and monitoring Sub-activity 1.5.4. Support the preparation of tender documentation for the Operational Programme for Employment and Social Inclusion 2024–2027, in light of the IPA III framework being implemented through an ex-post approach.

The "Preparation for Sectoral Operational Programme 2024 – 2027 Employment and Social Inclusion" is a 36-month project, financed within the Instrument for Pre-Accession Assistance – IPA III, and implemented by a Consortium led by WYG Consulting Ltd.





Its overall objective is to enhance Montenegro's capacity for efficient and effective use of IPA III and future EU cohesion policy/ESF+ funds by supporting the establishment of functioning operational structures, preparatory work and the capacity to develop relevant programmes and projects in the area of employment and social policy.

The specific **objectives (Outcomes) of the project** are as follows:

Specific objective (Outcome) 1 – Maturity of the activities foreseen to be implemented under the OP ESI 2024-2027 Areas of Support enhanced, including through regulatory and procedural preparatory measures;

Specific objective (Outcome) 2 – Capacities to roll out the implementation of the OP ESI 2024-2027 and future ESF+ enhanced.

Expected outputs to be achieved by the TA project are as follows:

Output 1 to Outcome 1 – Policy, institutional and stakeholder coordination within the ESP sector established and working to improve the effectiveness of actions to be financed under the OP ESI 2024-2027 and beyond;

Output 2 to Outcome 1 Framework for prevention of institutionalisation and further de-institutionalisation in place;

Output 3 to Outcome 1 Framework for social entrepreneurship in place;

Output 4 to Outcome 1 Updated Youth Guarantee implementation plan ready for operationalisation;

Output 5 to Outcome 1 Mature project documentation relevant to OP ESI 2024-2027 and ESP sector ready

Output 1 to Outcome 2 – Capacities of relevant Employment and Social Policy stakeholders in charge of the policy implementation, including social partners and civil society organisations, improved;

Output 2 to Outcome 2 Preparatory framework for the development of the management information system (MIS) for ESI funds defined;

Output 3 to Outcome 2 Framework for information and awareness rising of potential project beneficiaries and general public regarding opportunities offered by the OP ESI 2024-2027 and future ESF + in place.

The work of the project is centred on **eight activities**:

Component 1: Enhancement of the Maturity and Preparedness of OP ESI 2024-2027 Activities through Regulatory and Procedural Measures	
1.1.	Policy, institutional and stakeholder coordination within the ESP sector established and working to improve effectiveness to be financed under OP ESI 2024-2027 and beyond
1.1.1.	Support the Ministry of Labour, Employment and Social Dialogue and Ministry of Social Welfare, Family Care and Demography in the development of coordination mechanisms for planning, organising and monitoring the reform processes necessary for the implementation of the OP ESI 2024-2027
1.1.2.	Establish and facilitate the work of inter-sectoral working groups involving key stakeholders (MLESD, MSWFCD, EAM, CFSWs, Institute for Social and Child Protection, social partners, civil society organisations)
1.1.3.	Draft guidelines for defining the roles, responsibilities and operational procedures of a coordination body and a policy framework for cooperation among the employment and social protection sector
1.1.4.	Provide capacity building for representatives of the inter-sectoral working groups for regular consultation and exchange of data between institutions based on a coordination framework
1.1.5.	Develop indicators and reporting mechanisms to assess the effectiveness of coordination efforts developed and annual progress report with recommendations for improvement





1.2.	Framework for prevention of institutionalisation and further de-institutionalisation in place and preparatory activities for Piloting Implementation of Child Guarantee Measures for Improved Support
1.2.1.	Support the Ministry of Social Welfare, Family Care and Demography in the preparation of bylaws which regulate norms and minimum standards and quality control for providing social and child protection services that are not of residential character and procedures related to de-institutionalization
1.2.2.	Support the revision/new methodology for transformation plans
1.2.3.	Provide support in the revision of existing transformation plans to align with the latest policy framework and best practices
1.2.4.	Support the MSWFCD in the development of new transformation plans for the residential institutions to facilitate transition to community-based care services
1.2.5.	Strengthen the capacity for implementing transformation plans (training programme for social workers, caregivers and institutional staff)
1.2.6.	Support the MSWFCD in implementing awareness campaigns to promote the benefits of community-based care over institutionalisation
1.2.7.	Select a few key measures (e.g. access to education, healthcare or social services for at-risk children) to be piloted in several regions or municipalities of Montenegro and assess their impact through feedback from beneficiaries and working teams and propose adjustment of measures based on the results
1.2.8.	Conduct a needs assessment for children's services, identifying at least three essential services for children in a selected municipality based on data analysis and stakeholder consultations
1.2.9.	Design of minimum three integrated services for children ensuring coordination between education, healthcare and social protection sectors
1.2.10.	Strengthen the capacities of professional workers in the Centres for Social Works to enable them implementing measures from the National Action Plan
1.2.11.	Suggest a methodology how to collaborate with schools to create a system for early identification of children at risk, develop tailored interventions and support piloting the model in select schools in order to monitor its impact on improving educational outcomes for vulnerable children
1.2.12.	Organise local-level campaigns to inform children and parents and relevant stakeholders about existing services and rights under the Child Guarantee
1.2.13.	Develop and pilot a comprehensive and operational monitoring framework for child poverty in cooperation with national stakeholders and in alignment with EU-SILC standards (EU statistics on income and living conditions)
1.2.14.	Improve institutional capacities for data collection, analysis and use in child-related policy planning and service delivery across the Ministries of Social Welfare, Family Care and Demography, Ministry of Education, Science and Innovation and Ministry of Health to support the establishment and implementation of the Child Guarantee programme
1.2.15.	Prepare a baseline report and indicator matrix for Montenegro's European Child Guarantee National Action Plan, including clear targets, disaggregated data and policy recommendations
1.2.16.	Train national authorities, particularly staff of the Ministry of Social Welfare, Family Care and Demography, in monitoring methodologies, evaluation tools and results-based management principles
1.3.	Framework for social entrepreneurship in place
1.3.1.	Support setting up the register for social entrepreneurs in Montenegro, including the finalisation of the legal/strategic framework for the social entrepreneurship, the definition of a specific set of criteria for the identification of the legal entity as a social entrepreneur, as well as a terminology (directives) for the register
1.3.2.	In line with EU practices, develop a methodology for monitoring the impact of social entrepreneurship in key areas such as social impact, economic impact, environmental impact, its influence on legislative and institutional changes, on community attitudes and behaviour and include of success and challenges
1.3.3.	Support developing reporting capacities on the implementation of the Action plan 2025-2027 and the implementation of the Social Entrepreneurship Development Strategy





1.3.4.	Carry out a mapping exercise of non-governmental organisations that operate according to the principles of social and solidarity economy and organise trainings for writing a business plan
1.4.	Updated Youth Guarantee implementation plan ready for operationalization
1.4.1.	Further support the Ministry of Labour, Employment and Social dialogue and Employment Agency of Montenegro in the implementation of the Youth Guarantee implementation plan and preparatory activities for the delivery of the YG model
1.4.1.1.	<i>Support developing a detailed Youth Guarantee implementation plan for 2027-2030 that will be executed on the national level</i>
1.4.1.2.	<i>Improve the coordination mechanisms established during the implementation of the pilot phase between the Employment Agency of Montenegro (EAM), local employers, educational institutions and NGOs to ensure a comprehensive support system for young job seekers in each municipality in Montenegro</i>
1.4.1.3.	<i>Develop structured training modules for EAM staff, including local branches across Montenegro, to enhance their capacity to guide young job seekers through the Youth Guarantee (2027-2030)</i>
1.4.1.4.	<i>Develop a user-friendly YG mobile application and web site where young people can register for the Youth Guarantee program, apply for jobs, internships, and training opportunities, and receive personalized career guidance and employment updates</i>
1.4.1.5.	<i>Support rolling out of outreach model developed in the pilot municipalities to the whole country</i>
1.4.1.6.	<i>Build professional capacities of the EAM staff at both central and local levels through structured training programmes, in order to be able to provide more effective and individualized support to young jobseekers within the YG framework (2027-2030)</i>
1.4.1.7.	<i>Support the design and implementation of measures for vulnerable groups – such as NEETs, Roma, migrants, long-term unemployed, women, including designing of mentorship schemes, career guidance, and integrated support services that improve their access to education, training, and sustainable employment</i>
1.4.1.8.	<i>Establishing a monitoring and evaluation system to assess the implementation of the Youth Guarantee pilot phase (2025-2026), with a focus on measuring effectiveness, identifying good practices and challenges across pilot municipalities and using evidence-based insights to inform the development of the full-scale implementation plan for the 2027-2030 period</i>
1.4.1.9.	<i>Support MLESD and EAM in developing a budgetary framework for post-2027 Youth Guarantee (2027-2030) implementation</i>
1.4.2.	Support to monitoring and reporting of the YG Implementation plan
1.4.2.1.	<i>Improve the monitoring and reporting framework developed through the pilot phase, ensuring effective tracking and assessment of the Youth Guarantee implementation plan (2027-2030)</i>
1.4.2.2.	<i>Support evaluating the pilot phase of the Youth Guarantee (2024-2026), assessing the effectiveness of the Youth Guarantee model in the three pilot municipalities and identifying best practices and challenges</i>
1.4.2.3.	<i>Strengthen data collection and analysis mechanisms across Youth Guarantee relevant stakeholders by building on systems developed during the pilot phase, ensuring standardized data-sharing, real-time tracking of participant progress, and impact assessment through digital tools and predictive analytics to improve program effectiveness and policy decisions</i>
1.4.2.4.	<i>Develop standardized reporting guidelines for Youth Guarantee (2027-2030) activities to ensure consistency and transparency across institutions, defining common reporting structures, performance metrics, and submission timelines</i>
1.4.2.5.	<i>Organize training programs for key institutions on the application of the newly developed methodology for monitoring and reporting, ensuring accurate data collection, analysis, and standardized reporting for the 2027-2030 Youth Guarantee implementation</i>
1.4.2.6.	<i>Support the MLESD and EAM in developing a unified digital reporting system, ensuring efficient data collection, processing, and visualization</i>
1.4.2.7.	<i>Provide technical assistance for the development of digital tools that facilitate automated reporting and analytics, track Youth Guarantee (2027-2030) implementation progress across municipalities, and identify trends and policy improvements based on empirical data</i>





1.4.3	Further support for promotion
1.4.3.1.	<i>Design and implement communication guidelines to raise awareness of the benefits of the Youth Guarantee program, ensuring a consistent and effective promotional approach across all stakeholders</i>
1.4.3.2.	<i>Launch targeted social media campaigns that showcase success stories of young job seekers who benefited from YG interventions</i>
1.4.3.3.	<i>Work closely with local municipalities, community centres, and media outlets to increase outreach, especially in rural areas</i>
1.4.3.4.	<i>Organize job fairs, networking events, school visits, and career workshops to connect YG-registered youth with employers facing labour shortages and promote the Youth Guarantee (2027-2023) model among young people, educational institutions, and businesses</i>
1.4.3.5.	<i>Facilitate sector-specific employer roundtables to strengthen cooperation between industries and the Employment Agency of Montenegro</i>
1.4.3.6.	<i>Ensure accessibility of promotional materials by translating them into Montenegrin and minority languages and adapting content for youth with disabilities</i>
1.5.	Mature project documentation relevant to OP ESI 2024–2027 and ESP sector ready
1.5.1.	Identify specific areas of assistance needed for preparation of relevant documentation and guidance of beneficiary institutions based on the status and phase of project pipeline implementation
1.5.2.	Based on the information provided by the beneficiary institutions on the OP ESI 2024-2027 activities state of play, support drafting of the preliminary action plan individualised by beneficiary institution's needs, by specific projects, by projects phases and related documents/processes
1.5.3.	Provide practical and mentorship support to the beneficiary institutions in drafting procurement documents (e.g. technical specifications, Terms of reference, Guidelines for Applicants, Twinning fiche etc.) and documents needed for starting the tendering process as well as support to the staff of the new operating structure when carrying out evaluation and contracting processes, implementation and monitoring
1.5.4.	Support the preparation of tender documentation for the Operational Programme for Employment and Social Inclusion 2024–2027, in light of the IPA III framework being implemented through an ex-post approach
Component 2: Reinforcing Institutional Capacities for the Effective implementation of OP ESI 2024–2027 and future ESF+ Initiatives	
2.1.	Strengthening capacities of employment and social policy stakeholders in charge of the policy implementation, including social partners and civil society organisations improved
2.1.1.	Conduct a comprehensive training needs analysis to identify skill gaps and training priorities for key stakeholders, including public institutions, social partners, CSOs and service providers to persons in the ESP sector
2.1.2.	Organise capacity building activities for the current IPA III and future ESF structure and institutions implementing employment and social policies in preparation for their participation in the ESF as future beneficiaries of direct grants
2.1.3	Strengthen institutional coordination and policy dialogue among public institutions, social partners and civils society organisations and support regular stakeholder consultations to enhance participation in policy-making and design of the programme in line with the Partnership principle
2.2.	Preparatory framework for the development of the management information system (MIS) for ESI funds defined
2.2.1.	Support drafting technical specifications for the ESF information system in coordination with projects „Support to planning, programming and coordination related to EU and other financial assistance including sector Operational programmes and negotiating Chapter 22 (PPF)” and “EU 4 PFM in Montenegro” led by the NIPAC Office and Ministry of Finance under the MIS for other funds will be developed





2.3.	Framework for information and awareness raising of potential project beneficiaries and general public regarding opportunities offered by the OP ESI 2024–2027 and future ESF + in place
2.3.1.	Identify internal and external communication needs across the different policies that are supported by the project and identify supporting communication activities
2.3.2.	Develop an awareness raising plan based on the draft Communication Action Plan (CAP) for OP ESI 2024–2027 developed by the Managing Authority and support its implementation, including the organization of events, production of promotion and information material and design of campaigns
2.3.3.	Support the Managing Authority to develop and maintain a website for the OP ESI 2024-2027 as a platform for communication on Employment and Social Inclusion
2.3.4.	Provide trainings to OP ESI 2024–2027 staff on strategic communication and public speaking

2. Purpose of the ToR and the Mission(s)

The purpose of the TOR is to:

- (1) assign specific tasks to the JNKE for project sub-activities 1.5.1 and 1.5.2
- (2) define the specific results that will be provided as a result of the implementation of the specified tasks.
- 3) define the number of working days required to deliver said outputs and
- (4) establish timeframe and deadlines for delivering outputs.

2.1. Main tasks/Activities and expected outputs.

Sub-activity 1.5.1. Identify specific areas of assistance needed for preparation of relevant documentation and guidance of beneficiary institutions based on the status and phase of project pipeline implementation

Scope of work:

- support project team in assessment of the current state and readiness of projects foreseen in the Procurement Plan by analysis of the data and information available
- support project team in organising consultation process
- providing inputs to project team for identification of the concrete gaps, bottlenecks and priority areas for documentation support

Expected outputs:

- inputs to the Report on priority support needed for project/tender preparation

Sub-activity 1.5.2. Based on the information provided by the beneficiary institutions on the OP ESI 2024-2027 activities state of play, support drafting of the preliminary action plan individualised by beneficiary institution's needs, by specific projects, by projects phases and related documents/processes

Scope of work:

- providing project team with the inputs relevant for preparation of a preliminary, structured Action Plan for project documentation support under OP

Expected outputs:





- inputs to the Institution-specific Action Plans for project documentation support provided

2.2. Timing, location, and duration of mission/s

Period of implementation: from August 2026 to September 2026

Activities - Overall Project		2026							2027											2028											2029						
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36
		J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M
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Total working days' allocation: **10 working days**

Sub-activity 1.5.1. Identify specific areas of assistance needed for preparation of relevant documentation and guidance of beneficiary institutions based on the status and phase of project pipeline implementation

- Period of implementation: from **31st August to 4th September 2026**
- Working Days allocation: **5 working days**

Sub-activity 1.5.2. Based on the information provided by the beneficiary institutions on the OP ESI 2024-2027 activities state of play, support drafting of the preliminary action plan individualised by beneficiary institution's needs, by specific projects, by projects phases and related documents/processes

- Period of implementation: from **7th September to 11th September 2026**
- Working Days allocation: **5 working days**

3. Profile of the Expert Needed

A SNKE is required for the job with the following qualifications and skills.

General requirements

- University degree (where a degree has been awarded on completion of four years study in a university or equivalent institution) in in law, economics, public administration, or another field relevant to this ToR.
- Minimum 5 years of professional experience in the areas relevant to the project
- Ability to work systematically, methodically, methodologically and accurately.





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- Ability to work under the guidance of senior experts and deliver high-quality inputs on time.
 - Advanced computer skills; proficiency in MS Word, Excel, PowerPoint.
 - Proficient knowledge of English.

Specific requirement

- At least 3 years of relevant experience with a proven professional record of knowledge and experience in preparing and revising tender dossiers for Supply and Service Contracts under PRAG.
- high resilience, quick comprehension, high integrity and solution orientation

Desirable requirement

- Knowledge of the local language
- Proven hands-on experience working in Montenegro, particularly within its public administration and donor-funded project environment.

4. Performance Indicators

The indicators reflecting the STEs performance are timely presentation of results and outputs, quality of documents and reports to be provided to the KE1 / TL and the Beneficiary.

